

CENTRAL BUSINESS DISTRICT (CBD) TOLLING PROGRAM REEVALUATION 2

November 2024

Federal Lead Agency



**U.S. Department
of Transportation**

**Federal Highway
Administration**

Project Sponsors



**Department of
Transportation**



DOT_0047523

Table of Contents

1 Introduction	1
2 Project Description	3
3 Evaluation of Continued Validity of FONSI	10

Abbreviations, Acronyms, and Initialisms

AADT.....	Annual Average Daily Traffic
AASHTO	Association of State Highway and Transportation Officials
ACM.....	Asbestos-Containing Materials
ACS	American Community Survey
ADA.....	Americans with Disabilities Act
APE	Area of Potential Effects
ATR	Automatic Traffic Recorder
AVE	Area of Visual Effect
BID.....	Central Business District
BPM.....	Best Practice Model
BQE.....	Brooklyn-Queens Expressway
Btu	British thermal units
CAA.....	Clean Air Act
CBD.....	Central Business District
CDC.....	Centers for Disease Control and Prevention
CEQR.....	City Environmental Quality Review
CFR	Code of Federal Regulations
CH ₄	Methane
CHASP.....	Construction Health and Safety Plan
CMAQ.....	Congestion Mitigation and Air Quality Improvement Program
CO.....	Carbon Monoxide
CO ₂	Carbon Dioxide
CO ₂ e	CO ₂ Equivalents
CRIS	Cultural Resource Information System
CRP	Carbon Reduction Program
CTPP	Census Transportation Planning Package
dB(A).....	A-weighted decibels
DMV	New York City Department of Motor Vehicles
DOHMH	New York City Department of Health and Mental Hygiene
EA	Environmental Assessment
ECL.....	Environmental Conservation Law
EFH	Essential Fish Habitat
EIS.....	Environmental Impact Statement
EJCG.....	Environmental Justice Community Group
EPA	U.S. Environmental Protection Agency
ESA	Endangered Species Act
ESA	East Side Access
FCA	Fare Control Area
FDR Drive.....	Franklin D. Roosevelt Drive
FHV	For-Hire Vehicle
FHWA	Federal Highway Administration
FONSI.....	Finding of No Significant Impact
fpm	feet per minute
GHG.....	Greenhouse Gas
GWBBS	George Washington Bridge Bus Station
GWP	Global Warming Potential
HCS.....	Highway Capacity Software

HEI	Health Effects Institute
HEET	High Entry/Exit Turnstile
HOT	High-Occupancy Toll
HOV	High-Occupancy Vehicle
HVFHS	high-volume for-hire services
JFK Airport	John F. Kennedy Airport
L	left turn
LEP	Limited English Proficiency
LIRR	Long Island Rail Road
LN	Late Night
LOS	Level of Service
LPC	New York City Landmarks Preservation Commission
LWCFA	Land and Water Conservation Fund Act
MD	Midday
Metro-North or MNR	Metro-North Railroad
MOU	Memorandum of Understanding
MOVES	(USEPA) Motor Vehicle Emission Simulator
mph	miles per hour
MPO	Metropolitan Planning Organization
MSAT	Mobile Source Air Toxics
MTA	Metropolitan Transportation Authority
N ₂ O	Nitrous Oxide
NAACP	National Association of the Advancement of Colored People
NAAQS	National Ambient Air Quality Standards
NAICS	North American Industry Classification System
NATA	National Air Toxics Assessment
NB	northbound (traffic)
NBL	northbound left turn (traffic)
NBT	northbound through (traffic)
NEPA	National Environmental Policy Act
NHL	National Historic Landmark
NHPA	National Historic Preservation Act
NICE	Nassau Inter-County Express
NJT or NJ TRANSIT	New Jersey Transit Corporation
NJTPA	North Jersey Transportation Planning Authority
NMFS	National Marine Fisheries Service
NO ₂	Nitrogen Dioxide
NO _x	Nitrogen Oxides
NPS	National Park Service
NR	National Register of Historic Places
NRHP	National Register of Historic Places
NTP	Non-Toll Pricing
NWI	National Wetlands Inventory
NYC	New York City
NYC Parks	New York City Department of Parks and Recreation
NYCCAS	New York City Community Air Survey
NYCDCP	New York City Department of City Planning
NYCDOE	New York City Department of Education

NYCDOT	New York City Department of Transportation
NYCHD	New York City Historic District
NYCL	New York City Landmark and New York City Scenic Landmark
NYCRR	New York Codes, Rules, and Regulations
NYCT	New York City Transit
NYC TLC	New York City Traffic and Limousine Commission
NYMTC	New York Metropolitan Transportation Council
NYPD	New York City Police Department
NYSDEC	New York State Department of Environmental Conservation
NYS DOP	New York Statewide Digital Orthoimagery Program
NYS DOT	New York State Department of Transportation
NYS DTF	New York State Department of Taxation and Finance
O ₃	Ozone
OSHA	Occupational Safety and Health Administration
PABT	Port Authority Bus Terminal
PAH	Polycyclic Aromatic Hydrocarbon
PANYNJ	Port Authority of New York and New Jersey
PATH	Port Authority Trans-Hudson
Pb	Lead
pc/mi/ln	passenger cars per mile per lane (density)
PCB	Polychlorinated Biphenyl
PCE	Passenger Car Equivalent
PFAC	Program, Finance and Administration Committee
PM _{2.5} and PM ₁₀	Particulate Matter (2.5 microns and 10 microns)
ppb	parts per billion
ppm	parts per million
R	right turn (traffic)
RCNY	Rules of the City of New York
RFK Bridge	Robert F. Kennedy Bridge
SAPA	New York State Administrative Procedure Act
SB	southbound (traffic)
SBR	southbound right turn (traffic)
SBS	Select Bus Service
SBT	southbound through (traffic)
SBWG	Small Business Working Group
SEQRA	State Environmental Quality Review Act
SFP	Square Feet per Pedestrian
SHPO	State Historic Preservation Office
SIE	Staten Island Expressway
SIP	State Implementation Plan
SO ₂	Sulfur Dioxide
SOC	Standard Occupational Classification
T	through (traffic)
TAZ	Traffic Analysis Zones
TBTA	Triborough Bridge and Tunnel Authority
TDM	Transportation Demand Management
TEM	The Environmental Manual
TIP	Transportation Improvement Program

Title VI	Title VI of the Civil Rights Act of 1964
TLC.....	New York City Taxi and Limousine Commission
TMRB.....	Traffic Mobility Review Board
TR	through right turn (traffic)
NICE.....	Nassau Inter-County Express
TNM.....	FHWA's Traffic Noise Model
TRU	transport refrigeration unit
UHF.....	United Hospital Fund
UPARRA	Urban Park and Recreation Recovery Act
USACE.....	U.S. Army Corps of Engineers
USC.....	United States Code
USDOT	U.S. Department of Transportation
USEPA.....	U.S. Environmental Protection Agency
USFWS.....	U.S. Fish and Wildlife Service
v/c ratio	volume-to-capacity ratio
VCE	Vertical Circulation Element
VIA.....	Visual Impact Assessment
VMT.....	Vehicle-Miles Traveled
VOC	Volatile Organic Compound
VPH.....	vehicles per hour
VPPP	Value Pricing Pilot Program
XBL.....	Exclusive Bus Lane
WB.....	westbound (traffic)
WBL	westbound left turn (traffic)
WSP	WSP Global Inc.
WBR.....	westbound right turn (traffic)
WBT.....	westbound through (traffic)
µg/m ³	micrograms per cubic meter of air

1 Introduction

In June 2023, the Federal Highway Administration (FHWA) issued a Finding of No Significant Impact (FONSI) for the Central Business District (CBD) Tolling Program. The FONSI was based on the April 2023 Final Environmental Assessment (EA), with committed mitigation.

At that time, seven tolling scenarios were presented in the Final EA and FONSI representing a range of toll structures to evaluate their ability to meet the needs of the Project and the resultant environmental effects. The Metropolitan Transportation Authority (MTA) Reform and Traffic Mobility Act (the Act) requires that a Traffic Mobility Review Board (TMRB) be established to recommend a toll structure to the Triborough Bridge and Tunnel Authority (TBTA) Board, in order for the TBTA Board to thereafter propose and adopt a toll structure. Accordingly, the seven tolling scenarios were developed with various assumptions regarding toll rates, peak periods, and potential discounts, exemptions, and crossing credits, in order to disclose and analyze the range of effects that could occur as a result of the CBD Tolling Program. Recognizing that the TMRB could recommend a different toll structure than the scenarios studied in the EA, and that the TBTA Board could choose to adopt a different toll structure, the FONSI contemplated a reevaluation, prepared pursuant to 23 CFR § 771, once the TBTA Board adopted the CBD Tolling Program toll structure.¹

In November 2023, the TMRB issued a report detailing its tolling recommendations. The TBTA Board authorized the TMRB's tolling recommendations to be filed in the form of a proposed toll structure, and held a public comment period that included four public hearings. On March 27, 2024, the TBTA Board voted to adopt a final schedule of toll rates as well as associated exemptions, crossing credits, and discounts, referred to in this reevaluation as the "March 2024 adopted toll structure."

The March 2024 adopted toll structure was reevaluated to determine if the FONSI was still valid, as provided under 23 CFR § 771. In a letter dated June 14, 2024, FHWA concluded that the analysis conducted in the reevaluation (the June 2024 Reevaluation) confirmed that the March 2024 adopted toll structure and impacts associated with it were analyzed and mitigated appropriately under the National Environmental Policy Act (NEPA), that no additional environmental analysis was warranted, and that the conclusions in the EA and the FONSI remained valid.

Before a tolling agreement under the Value Pricing Pilot Program (VPPP) was executed between FHWA and the Project Sponsors (TBTA, the New York State Department of Transportation (NYSDOT), and the New York City Department of Transportation (NYCDOT)) allowing for the CBD Tolling Program to be implemented, Governor Kathy Hochul announced that the Program would be temporarily paused, citing concerns over the cost of the toll to drivers.

In November 2024, the Project Sponsors wrote to FHWA proposing that the March 2024 adopted toll structure be implemented through a phase-in over six years (the "Phase-In Approach"). Under the Phase-

¹ Federal Highway Administration, *Finding of No Significant Impact, Central Business District (CBD) Tolling Program*, <https://new.mta.info/document/114186>, p. 26.

In Approach, the Program would be implemented in three steps, culminating with the March 2024 adopted toll structure. The interim steps would have tolls for each vehicle class and time of day, as well as credits, proportionally reduced from the corresponding values in the March 2024 adopted toll structure. The proportional reductions would result in values for Phase 1 (2025, 2026, and 2027) equaling 60% of the corresponding values for the March 2024 adopted toll structure. For Phase 2 (2028, 2029 and 2030), the tolls and credits would equal 80% of the corresponding March 2024 adopted toll structure values. The March 2024 adopted toll structure would come into full effect in 2031. Notwithstanding the phasing in of tolls, the Project Sponsors would comply with all of the mitigation commitments set forth in the EA and FONSI within the same timeframes as contemplated in those documents and the reevaluation prepared for the March 2024 adopted toll structure.

This document reevaluates the CBD Tolling Program under the Phase-In Approach to determine if the FONSI is still valid.

2 Project Description

Under the Phase-In Approach, all features of the March 2024 adopted toll structure as described fully in the June 2024 reevaluation would remain. The only difference would be proportional reductions in all toll rates and credits for the first six years of implementation. This would include the tolls imposed on taxis and for hire vehicles (FHV), which unlike other tolls, would be charged to passengers for each ride occurring wholly or partially within the Manhattan CBD. Because the per-ride tolls would be phased in proportionally, in Phases 1 and 2, tolls applying to the average number of CBD rides for each type of vehicle (12 for taxis, 6 for FHV) would sum to one single full price toll at the corresponding passenger car rate for that phase, thus achieving the FONSI's requirement to avoid disproportionately high and adverse effects on the population comprising taxi and FHV drivers.

The detailed toll schedules for Phases 1, 2 and 3 are shown below in **Figure 2.1**.

Figure 2.1 Adopted Toll Structure.

TRIBOROUGH BRIDGE AND TUNNEL AUTHORITY CENTRAL BUSINESS DISTRICT (CBD) CHARGES						
		PHASE 1 2025-2027		PHASE 2 2028-2030		PHASE 3 starting 2031
a	E-ZPass Customers	CBD ENTRY CHARGE	TUNNEL CROSSING CREDIT	CBD ENTRY CHARGE	TUNNEL CROSSING CREDIT	CBD ENTRY CHARGE
	VEHICLE CLASSIFICATION					
1	Passenger and other vehicles, including sedans, sport utility vehicles, station wagons, hearses, limousines, pickup trucks with factory beds, pickup trucks with caps below the roofline and not extending over the sides, and vans without an extended roof above the windshield Peak period (5am-9pm weekdays, 9am-9pm weekends) Peak period for registered Low-Income Discount Plan participants using an eligible vehicle, 11th trip and trips thereafter in a calendar month (5am-9pm weekdays, 9am-9pm weekends) Peak period per-trip credit (maximum daily credit \$5.00) If entering the CBD via the Lincoln Tunnel or Holland Tunnel If entering or exiting the CBD via the Queens-Midtown Tunnel or Hugh L. Carey Tunnel Overnight period (9pm-5am weekdays, 9pm-9am weekends)	\$9.00 \$4.50 \$2.25	\$3.00 \$1.50	\$12.00 \$6.00 \$3.00	\$4.00 \$2.00	\$15.00 \$7.50 \$3.75
2	Single-unit trucks, including non-articulated trucks, pickup trucks with modified beds, vans with modified body behind the drivers cab, pickup trucks with caps above the roofline or extending over the sides, and vans with an extended roof above the windshield Peak period (5am-9pm weekdays, 9am-9pm weekends) Peak period per-trip credit If entering the CBD via the Lincoln Tunnel or Holland Tunnel If entering or exiting the CBD via the Queens-Midtown Tunnel or Hugh L. Carey Tunnel Overnight period (9pm-5am weekdays, 9pm-9am weekends)	\$14.40 \$3.60	\$7.20 \$3.60	\$19.20 \$4.80	\$9.60 \$4.80	\$24.00 \$6.00
3	Multi-unit trucks, including articulated trucks where a power unit is carrying one or more trailers Peak period (5am-9pm weekdays, 9am-9pm weekends) Peak period per-trip credit If entering the CBD via the Lincoln Tunnel or Holland Tunnel If entering or exiting the CBD via the Queens-Midtown Tunnel or Hugh L. Carey Tunnel Overnight period (9pm-5am weekdays, 9pm-9am weekends)	\$21.60 \$5.40	\$12.00 \$6.00	\$28.80 \$7.20	\$16.00 \$8.00	\$36.00 \$9.00
4	Buses, including vehicles registered with the DMV and plated as a bus, omnibus, or have other designated official plates Peak period (5am-9pm weekdays, 9am-9pm weekends) Peak period per-trip credit If entering the CBD via the Lincoln Tunnel or Holland Tunnel If entering or exiting the CBD via the Queens-Midtown Tunnel or Hugh L. Carey Tunnel Overnight period (9pm-5am weekdays, 9pm-9am weekends) Licensed sightseeing buses Peak period (5am-9pm weekdays, 9am-9pm weekends) Peak period per-trip credit If entering the CBD via the Lincoln Tunnel or Holland Tunnel If entering or exiting the CBD via the Queens-Midtown Tunnel or Hugh L. Carey Tunnel Overnight period (9pm-5am weekdays, 9pm-9am weekends)	\$14.40 \$3.60 \$21.60 \$5.40	\$7.20 \$3.60 \$12.00 \$6.00	\$19.20 \$4.80 \$28.80 \$7.20	\$9.60 \$4.80 \$16.00 \$8.00	\$24.00 \$6.00 \$36.00 \$9.00
5	Motorcycles Peak period (5am-9pm weekdays, 9am-9pm weekends) Peak period per-trip credit If entering the CBD via the Lincoln Tunnel or Holland Tunnel If entering or exiting the CBD via the Queens-Midtown Tunnel or Hugh L. Carey Tunnel Overnight period (9pm-5am weekdays, 9pm-9am weekends)	\$4.50 \$1.05	\$1.50 \$0.75	\$6.00 \$1.40	\$2.00 \$1.00	\$7.50 \$1.75

E-ZPass CBD entry charges are available subject to terms, conditions, and agreements established by the Authority.

The Authority reserves the right to determine whether any vehicle is of unusual or unconventional design, weight, or construction and therefore not within any of the listed categories. The Authority also reserves the right to determine the CBD charge for any such vehicle of unusual or unconventional design, weight, or construction. Any single unit vehicle identified as belonging to Classes 1, 2, or 5 will be up-classified to the next toll class when towing a trailer or another vehicle.

Daily toll cap of once per day for Class 1 and Class 5 vehicles. Caps for other vehicles are subject to change pursuant to the adaptive management approach to mitigating project effects, as committed to in the Final Environmental Assessment.

CBD entry charges and tunnel credits are subject to a variable percentage increase/decrease of up to 10% for up to one year after implementation pursuant to the adaptive management approach to mitigating project effects, as committed to in the Final Environmental Assessment.

The Low-Income Discount Plan shall continue for five years as committed to in the Final Environmental Assessment.

The Authority reserves the right to charge a 25% higher CBD charge during Gridlock Alert Days. Each year, the NYCDOT identifies Gridlock Alert Days during the UN General Assembly and throughout the holiday season when heavy traffic is expected in Manhattan. On Gridlock Alert Days, consider walking, biking, or taking mass transit for any trips in Manhattan.

Qualifying authorized emergency vehicles and qualifying vehicles transporting persons with disabilities are exempt pursuant to Vehicle and Traffic Law § 1704-a (2).

Qualifying authorized commuter buses and specialized government vehicles, as determined by the Authority, are exempt.

Figure 2.1 Adopted Toll Structure (Cont'd).

TRIBOROUGH BRIDGE AND TUNNEL AUTHORITY CENTRAL BUSINESS DISTRICT (CBD) CHARGES						
	PHASE 1 2025-2027		PHASE 2 2028-2030		PHASE 3 starting 2031	
Customers Using Fare Media Other Than E-ZPass	CBD ENTRY CHARGE	PER TRIP CHARGE PLAN* (TO/FROM/ WITHIN/ THROUGH CBD)	CBD ENTRY CHARGE	PER TRIP CHARGE PLAN* (TO/FROM/ WITHIN/ THROUGH CBD)	CBD ENTRY CHARGE	PER TRIP CHARGE PLAN* (TO/FROM/ WITHIN/ THROUGH CBD)
VEHICLE CLASSIFICATION						
Passenger and other vehicles, including sedans, sport utility vehicles, station wagons, hearses, limousines, pickup trucks with factory beds, pickup trucks with caps below the roofline and not extending over the sides, and vans without an extended roof above the windshield Peak period (5am-9pm weekdays, 9am-9pm weekends) Overnight period (9pm-5am weekdays, 9pm-9am weekends)	\$13.50 \$3.30		\$18.00 \$4.40		\$22.50 \$5.50	
Single-unit trucks, including non-articulated trucks, pickup trucks with modified beds, vans with modified body behind the drivers cab, pickup trucks with caps above the roofline or extending over the sides, and vans with an extended roof above the windshield Peak period (5am-9pm weekdays, 9am-9pm weekends) Overnight period (9pm-5am weekdays, 9pm-9am weekends)	\$21.60 \$5.40		\$28.80 \$7.20		\$36.00 \$9.00	
Multi-unit trucks, including articulated trucks where a power unit is carrying one or more trailers Peak period (5am-9pm weekdays, 9am-9pm weekends) Overnight period (9pm-5am weekdays, 9pm-9am weekends)	\$32.40 \$8.10		\$43.20 \$10.80		\$54.00 \$13.50	
Buses, including vehicles registered with the DMV and plated as a bus, omnibus, or have other designated official plates Peak period (5am-9pm weekdays, 9am-9pm weekends) Overnight period (9pm-5am weekdays, 9pm-9am weekends)	\$21.60 \$5.40		\$28.80 \$7.20		\$36.00 \$9.00	
Licensed sightseeing buses Peak period (5am-9pm weekdays, 9am-9pm weekends) Overnight period (9pm-5am weekdays, 9pm-9am weekends)	\$32.40 \$8.10		\$43.20 \$10.80		\$54.00 \$13.50	
Motorcycles Peak period (5am-9pm weekdays, 9am-9pm weekends) Overnight period (9pm-5am weekdays, 9pm-9am weekends)	\$6.75 \$1.65		\$9.00 \$2.20		\$11.25 \$2.75	
NYC TLC taxis, green cabs, for-hire vehicles (FHV) Taxis, green cabs, and FHVs on trips FHVs on trips dispatched by high-volume for-hire services (HVFHSs)		\$0.75 \$1.50		\$1.00 \$2.00		\$1.25 \$2.50
<p><i>The Authority reserves the right to determine whether any vehicle is of unusual or unconventional design, weight, or construction and therefore not within any of the listed categories. The Authority also reserves the right to determine the CBD charge for any such vehicle of unusual or unconventional design, weight, or construction. Any single unit vehicle identified as belonging to Classes 1, 2, or 5 will be up-classed to the next toll class when towing a trailer or another vehicle.</i></p> <p><i>Daily toll cap of once per day for Class 1 and Class 5 vehicles. Caps for non-passenger vehicles are subject to change pursuant to the adaptive management approach to mitigating project effects, as committed to in the Final Environmental Assessment.</i></p> <p><i>NYC TLC taxi, green cab, and FHV tolls are to be paid by the passenger pursuant to Rules of City of NY Taxi & Limousine Commn (35 RCNY) §§ 58-26 (f), 59A-23 (b), 59D-17 (c).</i></p> <p><i>CBD entry charges and per trip charges are subject to a variable percentage increase/decrease of up to 10% for up to one year after implementation pursuant to the adaptive management approach to mitigating project effects, as committed to in the Final Environmental Assessment.</i></p> <p><i>The Authority reserves the right to charge a 25% higher CBD charge during Gridlock Alert Days. Each year, the NYCDOT identifies Gridlock Alert Days during the UN General Assembly and throughout the holiday season when heavy traffic is expected in Manhattan. On Gridlock Alert Days, consider walking, biking, or taking mass transit for any trips in Manhattan.</i></p> <p><i>Qualifying authorized emergency vehicles and qualifying vehicles transporting persons with disabilities are exempt pursuant to Vehicle and Traffic Law § 1704-a (2). Qualifying authorized commuter buses and specialized government vehicles, as determined by the Authority, are exempt.</i></p> <p><i>*Subject to full execution of and in compliance with plan agreement by FHV bases and taxi technology system providers.</i></p>						

Table 2.1 - Tolling Scenarios Evaluated in the Final EA with the Phase-In Approach.

PARAMETER	SCENARIO A	SCENARIO B	SCENARIO C	SCENARIO D	SCENARIO E	SCENARIO F	SCENARIO G	ADOPTED TOLL STRUCTURE PHASES 1, 2, 3	EXPLANATION OF HOW THE ADOPTED TOLL STRUCTURE FITS WITHIN THE FINAL EA TOLLING SCENARIOS
	Base Plan	Base Plan with Caps and Exemptions	Low Crossing Credits for Vehicles Using Tunnels to Access the CBD, with Some Caps and Exemptions	High Crossing Credits for Vehicles Using Tunnels to Access the CBD	High Crossing Credits for Vehicles Using Tunnels to Access the CBD, with Some Caps and Exemptions	High Crossing Credits for Vehicles Using Manhattan Bridges and Tunnels to Access the CBD, with Some Caps and Exemptions	Base Plan with Same Tolls for All Vehicle Classes		
Time Periods									
Peak: Weekdays	6 AM – 8 PM	6 AM – 8 PM	6 AM – 8 PM	6 AM – 8 PM	6 AM – 8 PM	6 AM – 10 AM; 4 PM – 8 PM	6 AM – 8 PM	5 AM – 9 PM (see note 2)	Overnight period is the same length as those modeled in the Final EA; exceeds commitment in the Final EA to include "further reduced overnight tolls...from at least 12:00 a.m. to 4:00a.m." by charging overnight tolls between 9p.m. to 5 a.m.; reflects a reduced number of time periods for ease of customer understanding
Peak: Weekends	10 AM – 10 PM	10 AM – 10 PM	10 AM – 10 PM	10 AM – 10 PM	10 AM – 10 PM	10 AM – 10 PM	10 AM – 10 PM	9 AM – 9 PM	
Off Peak: Weekdays	8 PM – 10 PM	8 PM – 10 PM	8 PM – 10 PM	8 PM – 10 PM	8 PM – 10 PM	10 AM – 4 PM	8 PM – 10 PM	9 PM – 5 AM	
Overnight: Weekdays	10 PM – 6 AM	10 PM – 6 AM	10 PM – 6 AM	10 PM – 6 AM	10 PM – 6 AM	8 PM – 6 AM	10 PM – 6 AM		
Overnight: Weekends	10 PM – 10 AM	10 PM – 10 AM	10 PM – 10 AM	10 PM – 10 AM	10 PM – 10 AM	10 PM – 10 AM	10 PM – 10 AM	9 PM – 9 AM	
Potential Crossing Credits									
Credit Toward CBD Toll for Tolls Paid at Tunnel Entries	No	No	Yes – Low	Yes - High	Yes - High	Yes – High	No	Yes – Low	Same as Tolling Scenarios C, D, E, & F
Credit Toward CBD Toll for Tolls Paid at Bridges to Manhattan	No	No	No	No	No	Yes – High	No	No	
Potential Exemptions and Limits (Caps) on Number of Tolls per Day ^{4,5,6}									
Autos, motorcycles, and commercial vans	Once per day	Once per day	Once per day	Once per day	Once per day	Once per day	Once per day	Once per day	Same as all Final EA tolling scenarios
Taxis	No cap	Once per day	Exempt	No cap	Exempt	Once per day	No cap	\$0.75, \$1, \$1.25 per trip toll on trips to, within, or from the CBD	Final EA commits that "TBTA will ensure that New York City taxis and FHV's are not tolled more than once per day in the adopted CBD toll structure;" per-trip tolls for taxis and FHV's equivalent to commitment of a once-per-day charge (see note 4)
FHV's	No cap	Once per day	Three times per day	No cap	Three times per day	Once per day	No cap	\$1.50, \$2, \$2.50 per trip toll on trips to, within, or from the CBD	
Small and large trucks	No cap	Twice per day	No cap	No cap	No cap	Once per day	No cap	No cap	Same as Tolling Scenarios A, C, D, E, and G
Buses	No cap	Exempt	No cap	No cap	Transit buses – Exempt No cap on other buses	Exempt	No cap	Certain buses – Exempt (see note 6)	Same as Tolling Scenario E
Approximate Toll Rate Assumed for Autos, Commercial Vans, and Motorcycles ³									
Peak	\$9	\$10	\$14	\$19	\$23	\$23	\$12	\$9, \$12, \$15	Within the range of \$9 - \$23
Off Peak	\$7	\$8	\$11	\$14	\$17	\$17	\$9	\$2.25, \$3, \$3.75	Lower than range in the Final EA; closest to Tolling Scenarios A and B at \$5; exceeds commitment in the Final EA to include "further reduced overnight tolls at or below 50 percent..." by reducing peak toll by 75 percent
Overnight	\$5	\$5	\$7	\$10	\$12	\$12	\$7		

Table 2.1 - Tolling Scenarios Evaluated in the Final EA with the Phase-In Approach (Cont’d).

PARAMETER	SCENARIO A	SCENARIO B	SCENARIO C	SCENARIO D	SCENARIO E	SCENARIO F	SCENARIO G	ADOPTED TOLL STRUCTURE PHASES 1, 2, 3	EXPLANATION OF HOW THE ADOPTED TOLL STRUCTURE FITS WITHIN THE FINAL EA TOLLING SCENARIOS
	Base Plan	Base Plan with Caps and Exemptions	Low Crossing Credits for Vehicles Using Tunnels to Access the CBD, with Some Caps and Exemptions	High Crossing Credits for Vehicles Using Tunnels to Access the CBD	High Crossing Credits for Vehicles Using Tunnels to Access the CBD, with Some Caps and Exemptions	High Crossing Credits for Vehicles Using Manhattan Bridges and Tunnels to Access the CBD, with Some Caps and Exemptions	Base Plan with Same Tolls for All Vehicle Classes		
Approximate Toll Rate Assumed for Trucks (Small Trucks/Large Trucks) ³									
Peak	\$18 / \$28	\$20 / \$30	\$28 / \$42	\$38 / \$57	\$46 / \$69	\$65 / \$82	\$12 / \$12	\$14.40, \$19.20, \$24 / \$21.60, \$28.80, \$36	Within the range of \$12 - \$65 (small trucks) / \$12 - \$82 (large trucks)
Off Peak	\$14 / \$21	\$15 / \$23	\$21 / \$32	\$29 / \$43	\$35 / \$52	\$49 / \$62	\$9 / \$9		
Overnight	\$9 / \$14	\$10 / \$15	\$14 / \$21	\$19 / \$29	\$23 / \$35	\$33 / \$41	\$7 / \$7	\$3.60, \$4.80, \$6 / \$5.40, \$7.20, \$9	Toll rates lower than range of rates presented in the Final EA; exceeds commitment in the Final EA to include "further reduced overnight tolls at or below 50 percent..." by reducing peak toll by 75 percent

Notes:

¹ Tolls would be higher during peak periods when traffic is greatest. All Final EA tolling scenarios and the adopted toll structure include a higher toll on designated “Gridlock Alert” days, although the modeling conducted for the Project does not reflect this higher toll since it considers typical days rather than days with unusually high traffic levels.

² The adopted toll structure has a simplified two-time-period structure (i.e., peak and overnight) on weekdays, as opposed to the three-time-period (i.e., peak, off-peak, and overnight) weekday structures studied in the Final EA. As there is no longer an off-peak period on weekdays, the weekday peak and overnight periods are longer than those studied in the Final EA. The transportation modeling conducted for the adopted toll structure accounts for this change in the peak and off- peak periods and thus the model results reflect this change.

³ Toll rates are for vehicles using E-ZPass and are rounded. For all tolling scenarios, different rates would apply for vehicles not using E-ZPass.

⁴ The Final EA provides information on the types of vehicles licensed by the New York City Taxi and Limousine Commission (TLC) in Chapter 6, “Economic Conditions,” Section 6.3.2.6, on page 6-32. These include yellow cabs, for which TLC has issued medallions; green cabs, which are street-hail livery cabs that begin their trips outside the core service area of Manhattan; and FHV’s, which provide pre-arranged service. Vehicles licensed as app-based, or high-volume, FHV’s operate from bases that dispatch more than 10,000 trips a day. (<https://www.nyc.gov/site/tlc/businesses/high-volume-for-hire-services.page>). Currently there are two TLC-licensed high-volume FHV’s: Lyft and Uber. In this reevaluation document and the Final EA, the term “taxi” is used to refer to yellow cabs, green cabs, and FHV’s that are not high-volume FHV’s and the term “FHV” refers to app-based, high-volume FHV’s (i.e., Lyft and Uber).

⁵ The per-trip tolls for taxis and FHV’s in the adopted toll structure would be equivalent to the auto peak rate of \$9 in Phase 1, \$12 in Phase 2, and \$15 in Phase 3 (based on NYC Taxi and Limousine Commission analysis of trips made by TLC-licensed vehicles in May 2023: for taxis the average number of trips with passengers to/from/within the CBD is 12, and for FHV’s it is 6).

⁶ With the adopted toll structure, qualifying authorized emergency vehicles and qualifying vehicles transporting people with disabilities would be exempt from the toll. Specialized government vehicles would also be exempt. School buses contracted with the NYC Department of Education, commuter vans licensed with the NYC Taxi and Limousine Commission, and buses providing scheduled commuter services open to the public would also be exempt from the toll.

Table 2.2 – Modified Final EA Table ES-3. Comparison of Evaluation Results for the No Action and CBD Tolling Alternatives – with the Phase-in Approach.

SCREENING CRITERION	CBD TOLLING (ACTION) ALTERNATIVE FINAL EA SCENARIOS	PHASE-IN TOLL – PHASE 1 (\$9 PEAK AUTO TOLL)	PHASE-IN TOLL – PHASE 2 (\$12 PEAK AUTO TOLL)	PHASE 3 – 2024 ADOPTED TOLL STRUCTURE (\$15 PEAK AUTO TOLL)
Purpose and Need: Reduce traffic congestion in the Manhattan CBD in a manner that will generate revenue for future transportation improvements	MEETS	MEETS	MEETS	MEETS
Objective 1: Reduce daily vehicle-miles traveled (VMT) within the Manhattan CBD Criterion: Reduce by 5% (relative to No Action)	MEETS	MEETS	MEETS	MEETS
<i>Daily VMT reduction (2023)</i>	7.1% - 9.2%	6.4%	7.6%	8.9%
Objective 2: Reduce the number of vehicles entering the Manhattan CBD daily Criterion: Reduce by 10% (relative to No Action)	MEETS	MEETS	MEETS	MEETS
<i>Daily vehicle reduction (2023)</i>	15.4% - 19.9%	13.4%	15.5%	17.3%
Objective 3: Create a funding source for capital improvements and generate sufficient annual net revenues to fund \$15 billion for capital projects for MTA's Capital Program	MEETS ¹	MEETS ²		
<i>Net revenue to support MTA's Capital Program</i>	\$1.0 billion - \$1.5 billion	\$0.5 billion	\$0.7 billion	\$0.9 billion
Objective 4: Establish a tolling program consistent with the purposes underlying the New York State legislation entitled the "MTA Reform and Traffic Mobility Act"	MEETS	MEETS	MEETS	MEETS

Notes:

1 As Final EA Tolling Scenario B would not meet Objective 3 with the toll rates identified and assessed in the Final EA, additional analysis was conducted to demonstrate that it would meet this objective with a higher toll rate; the resulting VMT reduction and revenue for that modified scenario would fall within the range of the other Final EA scenarios.

2 The net revenue needed to fund \$15 billion depends on a number of economic factors, including but not limited to interest rates and term. For the purposes of the Final EA, the modeling assumed the Project should provide at least \$1 billion annually in total net revenue, which would be invested directly into projects or bonded to generate sufficient funds. The net revenue values provided in this table are rounded and based on Project modeling. Following completion of the Final EA, based on current interest rates and expected timing of projects, MTA's Chief Financial Officer (CFO) determined that annual net revenues in the range of \$0.9 billion should be sufficient to meet the Project's need to fund \$15 billion of capital projects for the MTA Capital Program. For this reevaluation, MTA's CFO has determined that the expected revenues to be collected under the Phase-In Approach would in combination still achieve the objective of funding \$15 billion in capital projects to allow their completion on the same timeline as projected for the March 2024 Adopted Toll Structure.

The Phase-In Approach would achieve the congestion reduction objectives of the CBD Tolling Program of reducing vehicle miles travelled (VMT) within and the number of vehicles entering the CBD of 5% and 10%, respectively. Phases 1 and 2 would not raise as much annual revenue as the tolling scenarios studied in the EA or the March 2024 adopted tolling scenario (Phase 3). However, over time, the Program would still meet the Act's mandate to raise sufficient revenues to fund \$15 billion for capital projects for the MTA Capital

Program. The Project Sponsors have reached a consensus that an incremental start would have the benefit of helping drivers adapt more easily to the Program, while monitoring data regarding implementation and effects. For example, drivers would have the time to adjust transportation modes, and continued improvements to mass transit – partly funded by revenues derived from the initial phases of the Program – would incentivize drivers to switch from autos to transit as the toll increased. The Project Sponsors have determined that these benefits outweigh more immediate revenues.

Therefore, the Phase-In Approach would meet the purpose and need of the CBD Tolling Program as described in the EA: to reduce traffic congestion in the Manhattan CBD in a manner that will generate revenue for future transportation improvements, pursuant to acceptance into the VPPP.

3 Evaluation of Continued Validity of FONSI

The June 2024 reevaluation comprehensively evaluated the effects of the March 2024 adopted toll structure and determined that for the effects identified, the mitigation set forth in the EA and FONSI would be sufficient to avoid significant effects. It also set forth an allocation of funding and a plan for developing and implementing place-based mitigation for environmental justice communities where diversions would cause truck traffic increases.

Under the Phase-In approach, the March 2024 toll structure would fully come into effect in 2031. During Phases 1 and 2, the structure would be the same but the tolls would be lower (but within the range of scenarios analyzed in the EA), to enable drivers to adjust their budgets and travel modes in a more graduated fashion. While some effects of the interim phases would by definition be reduced as compared to Phase 3 (such as effects on low-income drivers), the mitigation set forth in the EA and the June 2024 reevaluation would be implemented as previously contemplated – and would not be deferred until the March 2024 toll structure is fully implemented.

The analysis of various tolling scenarios in the EA and the June 2024 reevaluation indicates that as the implementation progresses through each phase, the effects of the CBD Tolling Program may have minor variations but would be within the range of effects studied in the EA and the June 2024 reevaluation because the Phase 1 and 2 peak tolling rates would fall within the ranges studied in the Final EA. By Phase 3, the effects would be those identified for the March 2024 adopted toll structure in the June 2024 reevaluation. Moreover, the traffic and air quality monitoring commitments set forth in the EA and FONSI would be implemented throughout this time period, as well as adaptive management if unexpected adverse effects are revealed through monitoring (as contemplated in those documents).

In conclusion, all NEPA requirements have been met and the mitigation measures identified in the EA and the FONSI are still applicable and will ensure that the Phase-In Approach, like the March 2024 adopted toll structure, does not result in significant effects.